



# Certified Recommendation

Raleigh Planning Commission

CR#

## Case Information: TC-2-17 Transit Amenities

### Comprehensive Plan Guidance

<i>Applicable Policy Statements</i>	<b>Policy T 1.6 – Transportation Impacts.</b> Identify and address transportation impacts before a development is implemented.
	<b>Policy T 2.1 – Integration of Travel Modes.</b> Promote and develop an integrated system that offers safe and attractive choices among modes including pedestrian walkways, bikeways, public transportation, roadways, railways and aviation.
	<b>Policy T 4.1 – Promoting Transit.</b> Promote and support quality transit services to enhance mobility options and to meet the needs of the City's residents and visitors, with a focus on transit-dependent households.
	<b>Policy T 4.4 – R.O.W. Reservation for Transit.</b> Preserve right-of-way for future transit and require that new development and redevelopment provide transit easements for planned alignments, rail stations and bus stops within existing and planned transit corridors as identified in the Regional Transit Vision Plan.
	<b>Policy T 4.8 Bus Waiting Areas.</b> Developments located within existing and planned bus transit corridors should coordinate with CAT to provide a stop facility that is lit and includes a shelter, bench, and other amenities (such as a waste receptacle) as appropriate.
	<b>Policy T 4.15 Enhanced Rider Amenities.</b> Promote the use of transit facilities and services through enhanced pedestrian access and provisions for seating, shelter and amenities.
<i>Action Items</i>	Not applicable

### Summary of Text Change

<i>Summary</i>	Amends Article 8 of the Raleigh Unified Development Ordinance to insert regulations related to transit amenities, which would be required at development plan review.
----------------	---

## Summary of Impacts

<p><i>Impacts Identified</i></p>	<p>If this text change were adopted, the City would have a mechanism to require dedication of transit easements and installation of amenities. These requirements would benefit the transit-riding public by locating transit stops and amenities in areas of significant development. With clear regulations contained within the UDO, the Transportation Department would have the tools in place to plan transit service for the future.</p> <p>If this text change is not adopted, the Transportation Department will continue to depend on an offer of transit amenities at the rezoning stage. Absent any offered zoning condition, the City will continue to negotiate with property owners on an individual basis to purchase an easement to locate transit amenities.</p>
----------------------------------	--

## Public Meetings

<b>Submitted</b>	<b>Committee</b>		<b>Planning Commission</b>	
	N/A		1-10-2017	

## Attachments

- ## 1. Draft Ordinance

## Planning Commission Recommendation

<i>Recommendation</i>	
<i>Findings &amp; Reasons</i>	1.
<i>Motion and Vote</i>	

This document is a true and accurate statement of the findings and recommendations of the Planning Commission. Approval of this document incorporates all of the findings of the attached Staff Report.

Planning Director	Date
-------------------	------

---

Planning Commission Chairperson	Date
---------------------------------	------

Staff Coordinator: Eric Lamb [eric.lamb@raleighnc.gov](mailto:eric.lamb@raleighnc.gov)



## Zoning Staff Report – TC-2-17

### Transit Amenities

#### Request

<i>Section Reference</i>	TC-2-17 Transit Amenities
<i>Basic Information</i>	Amends the UDO to insert regulations related to dedication of transit easements and construction of transit amenities in conjunction with development plans.
<i>PC Recommendation Deadline</i>	April 10, 2017

#### Comprehensive Plan Guidance

<i>Applicable Policies</i>	Policy T 1.6 – Transportation Impacts Policy T 2.1 – Integration of Travel Modes Policy T 4.1 – Promoting Transit Policy T 4.4 – R.O.W. Reservation for Transit Policy T 4.8 - Bus Waiting Areas Policy T 4.15 - Enhanced Rider Amenities
<i>Action Items</i>	Not applicable

#### Contact Information

<i>Staff Coordinator</i>	Eric Lamb <a href="mailto:eric.lamb@raleighnc.gov">eric.lamb@raleighnc.gov</a>
--------------------------	--

#### History/Overview

This text change was initiated by staff in the Transportation Department. There are no regulations in the existing UDO related to dedication of transit easements or construction of transit amenities, which can include a bench, cement pad and shelter. Traditionally, these items have been discussed at the rezoning stage when a need has been identified and the applicant offers dedication or construction of facilities. As a result, the planning for transit amenities has become somewhat haphazard and dependent upon rezoning applications within areas served by transit.

This text change would insert regulations related to dedication of an easement and installation of amenities. The proposed language contains thresholds for requirement, depending on intensity of development.

#### Purpose and Need

The City has long implemented its transit plan by identifying appropriate locations for transit stops and amenities and negotiating with property owners on a case-by-case basis. In recent years, rezoning applicants have offered transit easements and installation of amenities as a voluntary zoning condition. These methods have proven to be inconsistent and been costly and time

consuming for staff to implement. Wake County has recently identified funding of the transit plan. This plan focuses on bus service throughout the County. As development increases along these transit corridors, the City needs a mechanism to require dedication of transit easements and amenities in conjunction with a development plan application. Currently, the UDO requires public improvements (installation of public utilities and construction of curb, gutter, sidewalk and street) at time of development plan submittal. The adoption of this text change will help staff implement the adopted transit plan.

## **Alternatives Considered**

None

## **Scoping of Impacts**

Potential adverse impacts of the proposed text change have been identified as follows:

The adoption of the text change will require developers to either dedicate a transit easement of 15 feet by 20 feet, or construct transit amenities, or both. The amenities could include a cement pad, bench or shelter. The installation of these amenities would come at a cost to the developer; albeit fairly nominal as compared to site development.

The adverse impacts of taking no action (retaining the existing regulations) have been identified as follows:

Without these regulations, the City would continue to receive voluntary zoning conditions that offer transit amenities. This is dependent on the applicant's willingness to offer the zoning condition. Because rezoning requests happen in a sporadic manner and are of varying intensity, there is no predictability in locating transit easements in conjunction with development plans. This creates a situation where the City is forced to negotiate with the developer or property owner to secure an easement through purchase or condemnation. This is a lengthy, costly and uncertain process.

The County has recently gained approval for funding the transit plan. The City has begun to work with the County to implement the transit plan, which will focus on bus service. An orderly implementation of the transit plan is key to its success. As developments occur along identified transit routes, enhanced amenities and additional transit stops will be realized.

## **Impacts Summary**

### **Adoption of Proposed Text Change**

If this text change were adopted, the City would have a mechanism to require dedication of transit easements and installation of amenities. These requirements would benefit the transit-riding public by locating transit stops and amenities in areas of significant development. With clear regulations contained within the UDO, the Transportation Department would have the tools in place to plan transit service for the future.

### **No action**

If this text change is not adopted, the Transportation Department will continue to depend on an offer of transit amenities at the rezoning stage. Absent any offered zoning condition, the City will continue to negotiate with property owners on an individual basis to purchase an easement to locate transit amenities.

## *Planning Commission January 10, 2017*

### **ORDINANCE NO. (xxx-2017) TC-2-17**

#### **AN ORDINANCE TO ESTABLISH REGULATIONS FOR TRANSIT AMENITIES REQUIRED AT TIME OF SITE DEVELOPMENT**

**WHEREAS**, the City of Raleigh has invested in a public transit service to benefit its residents and visitors; and

**WHEREAS**, the intent of the transit service is to provide a low-cost transportation option that can reduce individual vehicle miles travelled; and

**WHEREAS**, the 2030 Comprehensive Plan contains policy guidance for planned growth in the City of Raleigh; and

**WHEREAS**, the Unified Development Ordinance contains a requirement for certain development related improvements to be installed with any development plan; and

***NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF RALEIGH THAT:***

**Section 1.** A new section 8.2.7 shall be inserted, which reads:

Section 8.2.7 Transit Amenities

- A. Transit amenities shall be provided in accordance with section 8.11.
- B. The size and type of the amenities required shall be in accordance with section 8.11.3.

**Section 2.** A new article 8.11, titled “Transit Amenities” shall be inserted, which reads:

#### **Sec. 8.11.1 Applicability**

##### **A. General**

In order to maintain and improve access to the local and regional transit systems, development plans located along existing or planned transit routes are required to provide for new transit amenity infrastructure. The required improvements may include a transit easement, shelter, bench or other amenities as described in Section 8.11.3. The type, quantity and location of transit amenities provided are based upon trip generation rate of the proposed development. When a suitable location for the transit stop cannot be provided on-site, a fee in lieu of construction will be paid to the City for the design and construction of a comparable stop location nearby.

##### **B. Proximity to Transit**

New development on lots with frontage on an existing near-term planned or long-term planned transit route are subject to the requirements of Article 8.6.

##### **C. Lot Size and Use**

Accepted trip generation standards will be analyzed to determine whether or not dedication or installation of a transit stop and associated amenities may be required. These standards are a function of land use, size of building or use and total daily site trips. This determination will be made pursuant to Sec. 8.11.3.

**D. Operational Considerations**

A transit stop will be constructed onsite when it facilitates the efficient and safe operation of the transit service and allows for safe vehicular and pedestrian movements.

**Sec. 8.11.2 Requirement Thresholds**

- A. A transit stop and amenities are required when all of the following conditions are present:
  - 1. The site has frontage along an existing public transit route operated either by a public transportation agency as displayed on the current system map of either agency, or the site has frontage along a planned transit route as illustrated in the City's adopted Comprehensive Plan; and
  - 2. The site will generate a minimum of 500 daily vehicular trips as calculated per the current edition of the Institute of Transportation Engineers' *Trip Generation Handbook*.
- B. A transit stop will not be required if the site is:
  - 1. Within a walking distance of one-quarter ( $\frac{1}{4}$ ) mile to an existing same-side transit stop with the same facilities the site would be required to provide, for which no relocation to the existing site is warranted; and
  - 2. Serves a transit dependent population such as hospital, senior housing, or congregate care facilities.

**Sec. 8.11.3 Determining the Required Transit Amenities**

The following transit amenities will be required in conjunction with submittal of a development plan.

- A. **Transit Easement** – When the transit stop is located outside of the right-of-way, a permanent 15' x 20' transit easement dedicated to the City of Raleigh for the area of the required transit amenities is required.
- B. **Landing Pad** – A concrete pad is required in all cases between the sidewalk and the back of curb. The minimum width of the landing area requirement for a transit stop (the area from which passengers board the bus and onto which passengers alight from the bus) is 30 feet. Landing pads shall fill the entire depth between the back of the curb and the

sidewalk. In cases where the depth of this area exceeds 10 feet, or in cases where curb does not exist, special accommodations may be considered on a case-by-case basis.

- C. **Transit Stop Pad** – A concrete pad at the site, measuring 15' x 20' behind the sidewalk, upon which all transit amenities are permanently installed.
- D. **Sidewalk Connectivity** – Sidewalks should be constructed to connect the transit stop to the nearest existing sidewalk or public street intersection.
- E. **Trash Receptacle** – Trash Receptacles shall be provided at the transit stop in all cases. The trash receptacle shall meet the typical specifications provided in the Raleigh Street Design Manual.
- F. **Seating** – Seating shall be provided in all cases where a transit stop is required.
  - a. For sites generating between 500 and 1,249 total daily vehicle trips a dedicated bench shall be provided.
  - b. For sites generating more than 1,250 total daily vehicle trips the seating requirement is satisfied by the integrated seating in the required transit shelter.
  - c. The seating shall meet the typical specifications provided in the Raleigh Street Design Manual.
- G. **Transit Shelter** – A transit shelter shall be provided at the required transit stop when the site will generate more than 1,250 total daily vehicle trips. The transit shelter shall meet the typical specifications provided in the Raleigh Street Design Manual.

Notwithstanding the foregoing, the Transportation Director may approve an equivalent alternate design.

#### **Sec. 8.11.4 Determining the Location of the Required Transit Stop**

- A. When required, a transit stop and required amenities shall be provided and installed on the development site by the developer in all cases except for the following:
  - 1. When the site is located in a DX use district, or
  - 2. The site is zoned for Shopfront frontage.

In these instances, the transit stop and amenities may still be required, but installed within the right-of-way. If a suitable location cannot be identified by the Transportation Director in accordance with the Raleigh Street Design Manual either on the development site or in the adjacent right-of-way, the transit amenities may not be required.

- B. Where the Transportation Director determines that construction of a transit stop and amenities would not be feasible, safe or otherwise impacted by a funded infrastructure project, a fee in lieu of construction may be permitted in accordance with Sec. 8.1.10.
- C. The Transportation Director shall make a final determination of stop location suitability in accordance with this section and in consideration of the following:
  - 1. A suitable transit stop shall allow for safe connectivity with the pedestrian network including access to sidewalks, the presence of crosswalks within a reasonable distance from the stop, and suitable visibility.
  - 2. A suitable transit stop shall be designed to accommodate efficient bus operations including bus stop spacing, curb clearance, placement in relation to the roadway, abutting property owners/tenants parking restrictions and regulations at and near the stop, vehicle turning radii, roadway lane width and surfaces, intersection design topography and other physical constraints.
- D. If the development site is within ¼ mile of an existing bus stop on the same side of the street, the Transportation Director shall determine if the developer shall pay a fee in lieu towards the upgrading of the existing stop, or if the existing site shall be relocated onto or adjacent to the development site. This determination shall be made based on which site has the best balance of the following criteria:
  - 1. Pedestrian and vehicular safety
  - 2. Operational safety and efficiency
  - 3. Proximity to the transit trip generators

**Section 3.** Section 12.2 of the Part 10 Raleigh Unified Development Ordinance, Definitions, shall include the following terms, inserted in alphabetical order:

- A. **Transit Stop or Transit Station.** A designated place where public transit vehicles pause on a scheduled basis to allow for passenger boarding and alighting a public transit vehicle. A transit stop or transit station is marked with a City-issued bus stop sign and may include amenities such as shelters, benches and trash receptacles.
- B. **Transit Easement.** A permanent easement dedicated to the City and recorded with the County where the transit stop is located for the purpose of providing public transit services. The transit easement provides public access to the property, allows construction, installation and maintenance of amenities on the site.
- C. **Transit Shelter.** A permanently installed structure located at a transit stop that provides seating and protection from the weather for people waiting for a transit vehicle.
- D. **Transit Stop Pad.** A firm, stable and slip-resistant surface constructed from concrete at a bus stop. The Transit Stop Pad provides a permanent location to construct transit amenities and for passengers to wait for an approaching bus, and shall satisfy the



requirements of the Americans with Disabilities Act and shall be constructed in conformance with the design standards contained in the Raleigh Street Design Manual.

- E. **Landing Pad.** A firm, stable and slip-resistant surface typically located between the back of curb and adjacent sidewalk constructed from concrete at a bus stop. The pad provides continuity between the sidewalk and a transit vehicle for all users and allows for the deployment of wheelchair ramps from the transit vehicle. The landing pad may also serve as the foundation to which a bench or shelter is permanently mounted and shall satisfy the requirements of the Americans with Disabilities Act.
- F. **Amenities.** Supplemental infrastructure including but not limited to seating, shelter, trash receptacles, lighting and real-time transit schedule information provided at a transit stop for the comfort, safety and/or convenience of transit passengers.
- G. **Existing Transit Route.** Any fixed-route public transit service operated by or on behalf of a public transportation agency including GoRaleigh, GoTriangle, North Carolina State University or C-Tran and shown on the current system map of the agency.
- H. **Planned Transit Route.** Any fixed route public transit service described or illustrated in the City's adopted Comprehensive Plan or adopted by a local or regional public transit agency.

**Section 4.** Changes to the Raleigh Street Design Manual will be administratively performed, as a result of the adoption of this ordinance. The Manual will be updated to include the adopted regulations and insert any graphical diagrams or engineered details necessary.

**Section 5.** All laws and clauses of laws in conflict herewith are repealed to the extent of such conflict.

**Section 6.** If this ordinance or application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the ordinance which can be given separate effect and to this end the provisions of this ordinance are declared to be severable.

**Section 7.** This text change has been reviewed by the Raleigh City Planning Commission.

**Section 8.** This ordinance has been adopted following a duly advertised public hearing of the Raleigh City Council.

**Section 9.** This ordinance has been provided to the North Carolina Capital Commission as required by law.

**Section 10.** This ordinance shall be enforced as provided in N.C.G.S. 160A-175 or as provided in the Raleigh City Code. All criminal sanctions shall be the maximum allowed by law notwithstanding the fifty dollar limit in N.C.G.S. §14-4(a) or similar limitations.

**Section 11.** This ordinance is effective 5 days after adoption.

**ADOPTED:**

**EFFECTIVE:**

**DISTRIBUTION:**

*Prepared by the Department of City Planning*



## *City of Raleigh* *North Carolina*

January 17, 2017

### **MEMORANDUM**

**TO:** Ken Bowers, AICP  
Planning Director

**FROM:** Eric J. Lamb, PE  
Transportation Planning Manager

**SUBJECT:** Transit Amenity Requirements for Private Development (TC-2-17)

At the request of the Planning Commission, the City Council has authorized the preparation of a text change to our Unified Development Ordinance (UDO) to develop requirements for new private development to install a variety of transit-related amenities. This proposal grew out of the increasing number of transit-related requests generated by the Planning Commission on a variety of rezoning and development cases.

The intention of this text change is to develop a predictable and uniform framework of requirements for new private development to accommodate a variety of transit amenities. Such amenities include easements, pads, benches and shelters for developments based on a variety of thresholds. It's important that these requirements correlate to a rational nexus based on the scale of the development, i.e., a larger development generating greater transit demand would have more substantial requirements, whereas a smaller project would have lesser obligations. These requirements would also align specifically to corridors with existing or planned transit services.

Staff has worked with the Planning Commission to develop a working draft of this text change that should align with the standing policies of the Raleigh Transit Authority relative to ridership thresholds for facility installations. Staff was able to project the anticipated transit demand generated by new development using trip generation rates published by the Institute of Transportation Engineers. These trip generation rates were compared to current transit commute ridership data provided by the American Community Survey, which estimates Raleigh's transit modeshare at just over 2%. Using the Authority's policy of 10 daily riders for benches and 25 daily riders for shelters, we then calculated that developments generating at least 500 daily trips would be subject to bench installations, and projects generating more than 1250 daily trips would be required to install shelters.

Here is a breakdown of some typical development categories and the size at which each project would be required to provide specific amenities.

Development Size Examples for Transit Benches and Shelters			
Land Use	Bench	Shelter	Unit
Light Industrial	71,736	179,340	sq. ft.
Apartment	76	188	dwellings
Residential Condo	87	216	dwellings
General Office	45,331	113,327	sq. ft.
Shopping Center	11,710	29,274	sq. ft.
Supermarket	4,890	12,226	sq. ft.

Please note that this proposal would not include subdivisions for single-family homes. The proposed text change would only apply to site plans and not to subdivisions of property. We are also proposing exemptions for development located within the DX zoning district, where easement installations outside the public right-of-way would be disruptive and inconsistent with the City's streetscape goals for this area. We have also proposed flexibility when an existing stop meeting the City's standards is located within a quarter-mile of the project.

Assuming that this text change is ultimately approved by the City Council, we also plan to develop specification-related amendments to the Raleigh Street Design Manual.

If you have additional questions about this item, please advise.

Cc: Michael Rogers  
David Eatman  
Travis Crane  
Tim Bender